



AFGHANISTAN CRISIS RELIEF

FINAL PROJECT REPORT

SUBMITTED TO OFDA/USAID

FOR

COMPLETE PROJECT ACTIVITIES UNDER

OFDA/USAID GRANT #AOT-G-00-00-00259-00

SFL PROJECT #8413(A-F)

2001 - 2003

AFGHANISTAN

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Shelter For Life International
PO Box 1306
Oshkosh, WI 54903 USA
920-426-1207
Norm Leatherwood – Executive Director

1. Executing Agency	Shelter For Life International Headquarters: Norm Leatherwood, Executive Director 502 E. New York Ave Oshkosh, WI 54901 USA Phone: 920-426 1207 Fax: 920-426 4321 E-mail: norm@shelter.org
2. Project Title	Afghanistan Crisis Relief
3. Reference Number	USAID/OFDA GRANT #AOT-G-00-00-00259-00
4. Beneficiaries	Total Proposed: 144,510 (Actual was 402,514)
5. Project Dates	July 2001 – August 2003
6. Project Location	AFGHANISTAN – Herat, Ghor & Badghis Provinces in West, Takhar, Kunduz & Badakhshan Provinces in North
8. Report Date	December 29th, 2003
9. Major Donors	USAID/OFDA, UNWFP, DFID, Private Donors
10. Original Grant	\$310,000
Modification	\$1,500,000
Modification	\$1,294,550
Modification	\$130,000
Modification	\$983,180
<u>Modification</u>	<u>\$314,167</u>
Total OFDA	\$4,531,897
UNWFP, etc.	\$ 172,105 (Estimated Value of GIK Goods & Services)
<u>Other Cash Donors</u>	<u>\$ 346,933</u> (European and Private Donors)
Total Project Cost	\$5,050,935

I. EXECUTIVE SUMMARY

This grant consisted of a series of related projects which were together implemented over a period of several years. It started with a grant of **\$310,000**, initially awarded in September of 2000, when Afghanistan was in the midst of civil war. But just before that activity was to be started, the Taliban advanced upon the Northern Alliance so as to make it impossible to safely implement it. A new project was proposed in mid-2001, and SFL asked for the original grant funds to be rolled over into the new project. The request was approved, and subsequently, additional project activity and funding were added several times by other grant modifications, with the end result that USAID/OFDA has provided a total of **\$4,531,897** under this grant. Various non-USG contributions were made along the way as well, such that the total funded project cost was **\$5,050,935**. For SFL's tracking purposes, the grant was treated as six different projects.

Action	Date	Amount	SFL "Project" Designation
Grant (Redirected)	9/28/00	\$310,000	(Included in B)
Modification #1	7/24/01	\$1,500,000 added	A&B
Modification #2	12/19/01	\$1,294,550 added	C&D
Modification #3	4/24/02	\$130,000 added	A
Modification #4	10/10/02	\$983,180 added	E
Modification #5	12/18/02	\$314,167 added	F
TOTAL GRANT FUNDING		\$4,531,897	
Non-USG additional contributions*		\$519,038	
TOTAL OVERALL PROJECT COST		\$5,050,935	
* \$346,933 cash, \$12,805 in local services, and 637 metric tons of UNWFP wheat assigned an estimated unit value of \$250/ton.			

The common **goal** in all six activities funded by this grant was **survival**---providing food, water, short term income and functional access routes for emergency aid transport, so as to contribute to survival of vulnerable populations in crisis situations (drought, returns to destroyed areas).

Together these were activities proposed to directly benefit a total of **144,510** people. In each case, the target number of beneficiaries were either met or dramatically exceeded, such that overall, the number of people directly benefiting from this grant was **402,514**; or **278%** of what was proposed.

"Project" Designation	Funding Allocation	Location	Activities	Proposed # Beneficiaries	Actual # Beneficiaries
A	\$1,475,000	Herat city/province (West)	Shelter, Wat/San	21,000	22,294
B	\$465,000	Takhar, Badakhshan provinces (North)	Food Dist, FFW - water/fld control	31,500	100,584
C	\$558,006	Takhar, Kunduz provinces (North)	Shelter	16,200	20,191
D	\$736,544	Takhar, Kunduz provinces (North)	CFW-roads	26,100	133,206
E	\$983,180	Ghor, Badghis provinces (West)	CFW-roads	27,000	47,700
F	\$314,167	Takhar, Kunduz provinces (North)	CFW-roads	22,710	78,539
TOTAL	\$4,531,897			144,510	402,514

Truly this grant has made a difference, and at a gross cost to OFDA of less than **\$12** per direct beneficiary. What's more, in addition to the direct benefits given out, an additional **1,433,769** people benefited either through long-term improvements made or in other ways:

Summary of Significant Additional Impact

SFL "Project" Designation	Improvements Provided	Impacted Population
A	Employment of camp IDPs to do project work	70,500*
B	Water supply improvements & Flood control measures	89,839
D	Road Improvements	595,569
E	Road Improvements	377,861
F	Road Improvements	300,000
TOTAL		1,433,769
* Includes family members of those employed		

For purposes of this final report, we will break the narrative activity reporting into the six different project sub-categories used by SFL:

- Temporary **shelter** in Herat city area ("Project" A)
- **Drought relief** activities in the north ("Project" B)
- **Shelter** assistance in the north ("Project" C)
- **Cash-for-work** critical road rehabilitation in the north ("Project" D)
- **Cash-for-work** critical road rehabilitation in the west ("Project" E)
- Continuation of **cash-for-work** critical road rehabilitation in the north ("Project" F above)

II. TEMPORARY SHELTER IN HERAT AREA (PROJECT A)

Beneficiary Description	Drought IDPs from remote/rural areas who came to Herat in search of help with survival
Activity Location	Maslakh camp, Herat city, Herat Province
Proposed Benefit	4,200 shelters, 1,050 kitchen/bath/latrline units, 88 wells
Proposed Benefit after Grant Mod	3,886 shelters, 379 kitchen/bath/latrline units, 82 wells
Actual Benefit Provided	4,000 shelters, 1,000 latrines, 178 kitchen/bath units, 82 wells
Proposed Total # of Beneficiaries	21,000 people (4,200 families) inhabiting shelters
Actual Total # of Beneficiaries	22,294 people inhabiting shelters in March 2002
Additional Impact	Employment of 11,750 IDPs on the project benefiting 70,500 people (including worker families)

Overview

This activity was proposed in response to the severe drought which caused many people to leave rural areas of western Afghanistan and go to Herat or Iran in desperate search of assistance. When the project was proposed, as many as 140,000 IDPs had already congregated in the Herat area--100,000 of them at Maslakh camp. The term “camp” is rather misleading. Actually this was simply a designated geographical area to direct IDPs to outside of the city of Herat, which was not equipped to deal with the inflow of homeless needy people. There were essentially no physical facilities at Maslakh at the time this project was proposed, and people were living out in the open, with some literally dying from exposure. **SFL proposed to provide basic temporary shelter for 4,200 families** (an estimated **21,000 people** based on an assumed average of 5 per family), **along with associated water and sanitation provisions.**

The **goal** of this activity was to effectively reduce the IDP population’s vulnerability to starvation, disease and death in the Herat area of western Afghanistan. Specific expected results were to be:

- Construct **4,200** one-room shelters for IDP families to live in.
- Construct **1,050** each of kitchens, latrines & bath houses (one per each four families).
- Dig **88** new drinking water wells capable of averaging **260** liters/day (20 liters/person/day).

Camp IDPs were to be hired to help with the construction work. Thus they would benefit not only from the end product, but from the actual construction activity.

Design

Each shelter unit was to consist of one room, with outside dimensions of approximately 3.25 by 6.0 meters. This would provide approximately 3.5 square meters per person of interior space for an assumed family of five, consistent with the guidelines recommended by the Sphere Project.

Shelter foundations were to be of rock construction; walls to be built with sun-dried bricks (adobe). The roof was to be mud-based and supported by wooden beams. A single inexpensive wooden door and window shutter would be provided for each shelter. This construction is modest in cost and would provide good protection from the heat, cold and wind extremes typical of the Herat area. It would also hold up for two or three years, in case the drought lingers for some time. The shelters were to be constructed with shared walls (2 shelter units/building), to help speed construction and keep unit costs low. Latrines, kitchens and bath houses were to be of similar construction and would also be “shared wall” construction. The latrines were to have poured concrete floors, with a formed opening for squat use.

Even though the proposed shelters were temporary, the following earthquake-resistant measures were to be incorporated, to help assure that aid intended to save lives did not turn out to take them:

- Doors to be located in center portion of the wall.
- Door and window openings to be limited to 15-20% of wall area.
- Framing for roof support to be securely anchored to the walls and to act as a ring beam at the top of the walls.
- Roof support framing to be braced at each corner.

In general, SFL was to supervise and direct the construction with Afghan staff engineers. Where possible, materials were to be purchased locally, to further benefit the local community. Local carpenter shops were to be hired to make the doors and window shutters.

To further increase the effectiveness and usefulness of this project, SFL proposed to conduct an education/awareness campaign at the camp, providing information to IDPs concerning:

- Non-structural earthquake impact reduction measures which can be taken.
- Basic personal hygiene and the role of latrines and washing in the prevention of disease transmittal.

Grant Modifications

During the course of project implementation, it was mutually decided between SFL and OFDA to reduce the activity outputs due to the changing situation.

Output	Original Proposal	Grant Modification
Shelter units	4,200	3,886
Kitchen/Bath/Latrine units	1,050	379
Drinking water wells	88	82

In addition, OFDA graciously added \$130,000 to the grant, to cover some of the loss in dollar value against the afghani (dropped as low as 35% of initial project value) which occurred locally in the Herat area during project implementation.

Implementation

The world is now a very different place than it was when this project started. SFL had been working continually inside Afghanistan since 1998. Up until this point, however, all of our work had been in areas under the control of the Northern Alliance. This was to be our first project in Taliban-controlled area. Working with the Taliban posed many challenges, including dealing with lengthy and uncooperative approval processes and rejecting intimidating demands that we give them money/equipment/vehicles/etc. free of charge.

Construction operations in Maslakh camp began only after careful and time-consuming negotiations with the Taliban Afghan Authorities Ministry for Martyrs and Refugees (MMR), as well as UN-Habitat (UNCHS) and International Organization for Migration (IOM) who were both also intending to carry out shelter construction projects in Maslakh.

Negotiations included coordination and discussion of shelter design. SFL sought to cooperate as much as possible with the layout and design planned by UNCHS/IOM, but to also press hard for the proposed seismic resistant features to be used by all. As a result of these discussions, UNCHS/IOM agreed to include the seismic resistance, and SFL agreed to change from 2 shelter units per building to 4. Shelter unit size was also a point of contention. The UNCHS design provided only about 60% of the space of the SFL design. Ultimately we were mandated to build smaller units (each providing 12.9 square meters of interior space) by the Taliban authorities, who felt strongly that the larger units would not be seen as temporary and emergency in nature.

Their decision was that if beneficiaries needed more private space they could build “perda” mud walls around their shelter units on their own. By the time the Taliban was gone, we were too far along in the project to revert to the previous plan.



Just as these negotiations had been completed and SFL was in the process of getting set up for start of construction, several workers from a German NGO who had been using the Shelter Now name were arrested by the Taliban and charged with proselytizing. While everyone involved (including the Taliban) understood SFL was a separate organization, SFL followed the recommendation of OFDA field representatives in Islamabad and evacuated our expatriate workers (who were American) from the Herat project area for

security reasons. We continued to go forward with the project, however, using our national staff, and began to explore the possibility of placing Pakistani instead of American expat staff in Herat. A short time later, before we could get an entry visa approved for any Pakistanis, the Al Qaeda terrorists blew up the World Trade Center and a portion of the Pentagon. As the U.S. began to respond to that event, the Taliban grew increasingly harder to work with. Fortunately, by mid-November, the Taliban had been forced to completely withdraw from Herat, and their interference was largely eliminated.

Throughout all these months, the SFL project continued, but at a pace that gradually became constrained by the concern of SFL headquarters with sending large amounts of additional money in before being able to confirm/verify corresponding progress of the work. This concern was exacerbated after the Taliban began placing increasing controls on all communication with the outside, and our staff on the inside thus could not communicate as openly and freely with us as we would have liked. (Faxes and email were not allowed; phone conversations had to be in the presence of Taliban representatives; restrictions were placed on what could be said by phone, etc.) Shortly after the withdrawal of the Taliban, we were able to get an expat in for a progress inspection, and more money was then quickly released. Once we got all the necessary multi-entry transit visas in place (again a slow bureaucratic process), our expat staff was able to return on a full-time basis in early January.

The general implementation plan was to first make mud blocks and get started constructing shelters, as they were perhaps the most urgent need. Construction of wells was started pretty much concurrently, since this work was contracted out locally (per the proposal). UNICEF donated hand pumps for the wells, which was a big help. Start of kitchen/bath/latrine unit construction followed later on, once the shelters were well underway. It became apparent that latrines needed to be constructed separately from the kitchen/bath units for acceptance; so this was done. By the time the project outputs had been reduced (see “Grant Modifications” above), most latrine slabs, and many of the necessary mud bricks, had already been fabricated by local

contract, so all that was needed was to excavate the pits and assemble the blocks. (Doors and windows were omitted in the construction of the later latrines because people had begun stealing them from the early units once completed.) For this reason, the number of completed latrines was much higher than the kitchen/bath units.

By January, all 4,200 shelter units were underway with 56% completed, all wells were underway, and a few kitchen/bath and latrine units were started. But while the hindrances of the Taliban were now out of the way, progress was now being hampered by the winter weather. In addition, we had to take action to deal with the dramatic devaluation of the value of the dollar against the afghani following the withdrawal of the Taliban, including renegotiation with some of the local contractors providing materials, and discussing resolution of the problem with OFDA as well. While these events were unfolding, the camp population began to reduce, and questions began to arise within OFDA as to whether it made sense to continue at all. The camp population stabilized, however, and the continued need was reaffirmed by IOM and others responsible for camp management. It was decided, in coordination with OFDA, to reduce the target numbers of shelters, wells, and kitchen/bath/latrines to what could be completed quickly. The winter weather gave way, and the project moved forward once again.

As it came time to start the education/awareness campaign, we were advised by local authorities that all training/education at the camp had to be done by the assigned NGO, Medecins Du Monde (MDM). MDM provided education on personal hygiene, latrine usage, well usage, vaccinations, etc. within the camp. Non-structural earthquake impact reduction education was now added to their education activities at the request of SFL.

Performance

Shelters

- Originally proposed target = 4,200 units
- Target adjustment by grant modification = (-314) units
- Total revised proposed target = 3,886 units
- Actual total number provided = 4,000 units
- Percent actual over originally proposed = 95%
- Percent actual over revised proposed = 103%

Kitchen/Baths

- Originally proposed target = 1,050 units
- Target adjustment by grant modification = (-671) units
- Total revised proposed target = 379 units
- Actual total number provided = 178 units
- Percent actual over originally proposed = 17%
- Percent actual over revised proposed = 47%

Latrines

- Originally proposed target = 1,050 units
- Target adjustment by grant modification = (-671) units
- Total revised proposed target = 379 units
- Actual total number provided = 1,000 units
- Percent actual over originally proposed = 95%
- Percent actual over revised proposed = 264%

Wells

- Originally proposed target = 88 units
 - Target adjustment by grant modification = (-6) units
 - Total revised proposed target = 82 units
 - Actual total number provided = 82 units
 - Percent actual over originally proposed = 93%
 - Percent actual over revised proposed = 100%
- (Note: IRC agreed to construct the other 6 wells.)

Impact Indicators

- Total **number of persons** moved in and living in completed shelters.

(Use to compare against the project target total of **21,000** persons.)

No completed shelter units were ever empty at any time during the life of the project. In fact, the need was so great, that beneficiaries started moving into and living in shelters before they were finished (not reflected in data below); and at one point, as many as 18 people were crowding into shelters together. This is because no other organization was building shelters in Maslakh besides SFL, and most people were living out in the open or in tents. (In the fall, some people had begun making crude mud shelters on their own, but unfortunately many of those collapsed under heavy rainfall.) In March of 2002, a total of **22,944** people (109% of target) were living in the SFL shelters. The number was slightly less but still above target by June, by which time the camp population had reduced to around 42,000.

SFL Shelter Habitability				
Point in Time	# of Shelters Completed	# of People Living in Completed Shelters	Average # of Persons Per Shelter	Approximate Camp Population
Proposal Target	4,200	21,000	5	
October-01	852	15,336	18	275,000
December-01	2,336	16,352	7	180,000
March-02	2,896	22,944	8	70,000
June-02	4,000	21,270	5	42,000

- Average liters/day **output of wells** constructed.

(Use to compare against program target output of at least **5,000 liters/day/well**.)

The wells were each capable of at least 10 liters/minute output, which based on a 9-hour operational day, provides at least **5,400** liters/day/well.

- Average daily **usage of latrines** constructed.

(Use to compare against program target usage of at least **20 persons/day/latrine.**)

While camp population and usage was in a constant state of flux, our usage-monitoring surveys found that at one point at least **42** persons per day were using the SFL latrines. Usage may have been higher or lower at other times.

- Average daily **usage of bath houses** constructed.

(Use to compare against program target usage of at least **20 persons/day/bath house.**)

Again, camp population and usage was in a constant state of flux, but our usage-monitoring surveys found that at one point at least **21** persons per day were using the SFL bath houses. Usage may have been higher or lower at other times.

Significant Additional impact:

During the course of the project, SFL was able to hire and put to work at least **11,750** of the needy IDPs who were living at Maslakh camp to make blocks, construct shelters, dig wells, unload trucks, etc. This action literally contributed to the survival of some **70,500** people who stayed at Maslakh. Another **570** people in the Herat area also benefited from either direct or indirect (production of doors and windows) employment on the project.

III. DROUGHT RELIEF IN THE NORTH (PROJECT B)

Bene ficiary Description	Drought-affected populations in home communities of remote rural areas, potentially to become IDPs if not assisted
Activity Location	Takhar and Badakhshan Provinces
Proposed Benefit	Food distribution to 3,000 extremely vulnerable families; FFW opportunities for 2,250 persons; water system upgrades in 24 villages; 1,050 meters of gabion wall construction
Actual Benefit Provided	Food distribution to 7,250 extremely vulnerable families; FFW opportunities for 9,514 persons and other payments to 571 persons; water system upgrades in 24 villages; 2,185 meters of gabion wall construction
Proposed Total # of Beneficiaries	31,500 people through direct benefits (5,250 families). 81,000 people (benefiting from water/flood control measures)
Actual Total # of Beneficiaries	100,584 people through direct benefits (16,764 families). 89,839 people benefiting from water/flood control measures

Overview

The **goal** of this activity was to effectively reduce vulnerability to starvation, disease and death in marginalized areas of Takhar & Badakhshan provinces of northern Afghanistan. To accomplish this goal, the following objectives and expected results were proposed:

- Emergency food distribution to **3,000** marginal Shar-i-Buzurg village families.
- Food-For-Work (FFW) to **2,250** villagers in Takhar/Badakhshan.
- Water quality/quantity/access construction in **24** villages.
- Flood control construction in **5** villages.

Food-for-work pay was to be funded with wheat to be contributed by UNWFP. The proposed water and flood control activities to be implemented using food-for-work labor fell into three categories:

- ***Well Construction***
 - Dig **26** new wells, each with minimum 20 l/m capacity.
- ***Reservoir Construction and Spring Protection***
 - Install approximately **24** kilometers of pipeline to replace open ditch channels.
 - Construct **37** concrete reservoirs.
 - Clean and protect **17** springs.
- ***Gabion Wall – Flood Control Construction***
 - Construct over **1,050** meters of 3-meter-high stone gabion walls to protect approximately 7,000 hectares (17,500 acres) of critical cropland from the effects of flooding.

The wells were to be dug in low-lying areas, and springs to be improved in mountain areas. Existing springwater systems are typically “open air” and thus subject to continual contamination to animals, etc. Under this project, open canals would be replaced with enclosed pipes and reservoirs constructed would be capped so that water supplies would not be contaminated by animals, etc. Open source springs would also be cleaned and similarly protected from contamination. These activities would provide **24** villages, with a combined population of nearly **52,000**, ready access to 20 liters/person/day of clean drinking water, and provide protection from flooding to **5** villages benefiting approximately **29,000** persons.

Implementation

Emergency Food Distribution

SFL made a one-time emergency, free food distribution in the Shar-i-Buzurg Region in the winter of 2001. A distribution was first made in the Duwong area to **2,199** families in 17 villages. Later, another **1,360** families in 14 villages in Pasakoh received a one-time distribution. Together **3,559** families received this one-time food intervention, representing an estimated **21,354** individuals (based on an assumed average of 6 persons per family).



SFL Food Distribution in Rustaq Village

Summary of Families that Received Food

Pasakoh Village	# of Beneficiary Families	Duwong Village	# of Beneficiary Families
Gardanak	237	Qassab	150
Aspakha	204	Khahak	75
Kham Ab	87	Shah-Dasht	60
Kalati	70	Chashma-i-Kharita	43
Sangi Khah	153	Danush-Mandi	135
Koul Darah	41	Ghun-Ghars	239
Bulbul Darah	42	Shakh-Appar	135
Yakhmanistan	76	Wundiyn	239
Mumyaluk	80	Sang-Dara	135
Chakah Kha	147	Zer-i-Kotal	60
Dara-i-Sayeedan	33	Deh-Toot	96
Khak Petaw	127	Chulganshar	112
Rubta Gardan	52	Abkanda	454
Kura-i-Mabain	11	Safidara	66
TOTAL	1,360	Awiz	99
		Fur-i-Asuk	46
		Siya-Sang	55
		TOTAL	2,199

In addition to the emergency food distributions listed above, SFL made a limited number of free food distributions under the UNWFP FOODAC program as a part of this project. These free distributions were made in the same villages where the food-for-work activities were conducted, to vulnerable families who had no one able to work for food. A total of **3,691** families received free food under this FOODAC component of the project.

In most of the distributions, each family received a **50** kg bag of wheat (a few of the food-for-work families received a slightly smaller portion), with a total of **12,744** bags distributed (**637** metric tons). We anticipated **600** metric tons of wheat would be donated by UNWFP, so this is slightly more than was initially planned (106%).

FOODAC Free Distributions as a Component of FFW activity

Distribution	Food-for-Work		Free Food		Total # of Villages	Bags of Wheat
	Families	Villages	Families	Villages		
Reservoir	4,741	11	1,721	10	12	6,460
Rustaq Flood Control	913	4	508	4	5	1,408
Khailan Gabion	385	1			1	286
Julgah Gabion	1,515	1			1	1,559
DQ Flood Control	1,282	1			1	1,017
Wells	62	1			1	42
Free/Other Distributions	510	3	1,462	2	3	1,972
Total	9,408	22	3,691	16	22	12,744

Well Construction

SFL proposed to dig 26 shallow-depth wells in 7 villages in the districts of **Yang-i-Qala, Dasht-i-Qala** and **Khawaja Bahawudin**. A total of 25 wells were completed, with the depth of the wells ranging from 12 to 40 meters. The 26th well planned for the village of Julgah at “Julgah Abdul Nazar” was damaged beyond repair by an earthquake just after construction had started. A total of **62** laborers worked on these 26 wells in 7 villages, benefiting **372** people (including family members). The direct beneficiaries from the completion of the wells are the **25,640** people who reside in these 7 villages.



SFL Staff, Mr. Wadoud, Pours Himself a Glass of Clean Water from One of Our Constructed Wells

With the exception of the well in the village of Julgah Abdul Nazar, all of the water projects were successfully completed. During the course of the summer, water-table levels dropped, resulting in the failure of 8 wells. In these cases, SFL dug deeper and extended piping in the well in an effort to provide water year-round. In addition to the lowered water table, the pump mechanisms used in the wells were periodically malfunctioning. In order to assure pump mechanisms would remain operable, we trained a mechanic in each location, who would agree to be available to the local authorities for maintenance and repairs. As we signed over the maintenance and care of the wells to the governors of each district, we instructed them on the potential problems and provided them with the local mechanic’s contact information.

All wells were functioning at the end of the project and meeting the minimum 20 l/m rate as targeted in the proposal.

Construction of Wells

Task Detail	Dasht-i-Qala	Yang-i-Qala*	Khawaja Bahawudin	
Starting Date	21-Oct-01	01-Dec-01	28-Feb-02	Total
# of Wells	11	9	6	26
Digging	11	9	6	26
Ring Production	374	401	148	923
Top Ring Production	11	9	6	25
Column Production	22	18	12	52
Slab Production	11	9	6	26
Manhole Cover	12	9	6	27

Sinking of Rings	374	401	148	923
Apron Construction	11	9	6	25
Pump Installation	11	9	6	25

*Note: One well damaged by earthquake and not repaired

Reservoir Construction and Spring Protection

This work was conducted in the districts of **Rustaq, Cha-Ab** and **Shar-i-Buzurg**. A total of 28 kilometers of trenching was excavated and water supply pipes were installed. Twenty-five (25) concrete storage reservoirs were constructed to protect the 17 springs from contamination. Work in all 17 villages was completed – pipes installed, reservoirs constructed, springs lined and cleaned, overflow pools constructed, and systems flushed. The completed systems were then signed over to the village/district officials who will be responsible to maintain them on an ongoing basis.

Districts Affected by Reservoir Project	# of Villages	Kms of Piping Provided
Rustaq	7	18.7
Cha-Ab	2	1.7
Shar-i-Buzurg	8	7.6
Total	17	28.0

The initial plan was to use rigid PVC pipe between the spring source and the concrete reservoirs. However, in some cases flexible pipes had to be used in the rocky mountainous villages, especially in Shar-i-Buzurg. The flexible pipe actually worked well. One problem with the rigid pipe is that it becomes brittle in cold weather, with a tendency to break. That occurred in Sar-i-Ghaar, where the pipeline broke and had to be repaired. Future spring pipeline projects need to address insulating the pipe, especially in exposed areas.



Concrete Reservoir in Chakakha Village

In Dewary Village, the work had been completed for less than a month when the mullah in the village reported to us that all stomach illnesses had ceased. A definite improvement in lifestyle was also a cause for great celebration among the village people, who before the completion of the pipeline had to walk 3 kilometers to the source of the spring just to obtain their water.

A total of **4,741** laborers received food-for-work under this portion of the project. Near the end of the project, we found ourselves in a position to be able to help with more water supply installation activities in the Rustaq area. However, not having any WFP wheat available for this component, we hired another **353** unskilled “beneficiary” workers to do this work, paying them in cash. The total CFW pay for this activity was **\$3,405**. Forty-five (**45**) workers were also “paid” in blankets and sleeping bags which were donated to the project on an “in-kind” basis by other NGOs.

The combined population of the Rustaq district villages assisted is **24,800**. Most families in Rustaq have not had clean potable water for many years. Individuals had been suffering from water borne diseases because they were storing contaminated ditch water in the pools, using this water for cooking and cleaning, resulting in malaria and typhoid. As a result of the spring capping and reservoir system project, the authorities and local population value the work of SFL in providing clean spring water. During the project implementation, many people learned some plumbing skills, so now many village men can do the maintenance and repairs on the system without outside assistance. The village authorities have hired these self-taught plumbers to manage this new system, empowering them to make minor repairs and cleaning.

Gabion Wall – Flood Control Construction

The 5 villages of **Gogari, Khanaqa, Khailon, Julgah** and **Dasht-i-Qala (DQ)** were targeted for this flood control project because of the seriousness of the historical flooding/erosion problems in these regions. During the spring, flashfloods would often occur, flooding valuable farmland and causing massive erosion and loss of land along the river. SFL constructed a series of heavy embankments made of wire woven together to form mesh boxes, which were then filled with large rocks to act as a “breaker” against the force of these yearly floods. These rock-filled wire boxes are called gabions.



Destroyed Dasht-i-Qala Channel before Construction of Gabion Wall

The DQ irrigation channel rebuilding project was the most aggressive of the gabion flood control projects undertaken by SFL. The village of Dasht-i-Qala’s gabion wall was initially meant to protect the irrigation channel from being destroyed by the mighty KokCha River. In early 2002, a flashflood occurred, resulting in the loss of 200 meters of the channel into the river. As a result, we undertook to repair the channel and to increase the length of wall we had planned to provide in this area. The extension was successfully completed and now helps protect **100,000** acres of cropland from future flooding. We also had to increase the planned length of the wall in Julgah for similar reasons.

The combined length of the five finished gabion wall projects is **2,185** meters, which is more than double the originally proposed **1,050** meters. A total of 4,313 beneficiary workers were hired on this project. Food-for-work payments were made to **4,095** families, benefiting **24,570** individuals. Because more workers were needed to finish the wall and no additional wheat was available from UNWFP, we hired an additional **218** workers and paid them in cash. The total CFW pay for this activity was \$2,333.



Gabion Wall Construction - December 2002

Items Measured	Villages					Total
	Gogari	Khanaqa	Khailon	Julgah	Dasht-i-Qala	
Finished Wall Size m3	2,108	1,241	2,590	4,659	6,494	17,092
Foundation Excavation m3	480	456	480	750	-	2,166
# of Dikes	6	5	7	25	13	56
Length of Proposed Wall in Meters	140	205	210	235	260	1,050
Length of Finished Wall in Meters	361	207	337	615	665	2,185
Type of Wall	Intake & Protection	Intake & Protection	Intake & Protection	12 Intake 13 Retaining Walls	Protection Gabion Wall for Channel	

During a coordination meeting in Dasht-i-Qala a month after the flood control project had been completed, we were approached by the Regional Governor Fakhroddin, who said, “Thanks to SFL and their ability to help us when no one else would; we are now able to get water back to the people and restore the land. We asked other provinces and NGOs for assistance, but no one besides SFL would help us. Thank you for the assistance when we needed it most.”

Performance

Emergency Food Distribution

- Originally proposed target = 3,000 families
- Actual total number receiving food = 7,250 families
- Percent actual over originally proposed = 242%

Emergency Food Distribution Summary

Location	EFD Beneficiaries (Families)	EFD Beneficiaries (Individuals)
Pasakoh Village	1,360	8,160
Duwong Village	2,199	13,194
FOODAC (various)	3,691	22,146
TOTALS (ACTUAL)	7,250	43,500
Proposed	3,000	18,000
Percent Actual/Proposed	242%	242%

Beneficiary Workers

- Originally proposed FFW employment = 2,250 persons
- Actual total FFW employment = 8,898 persons
- Percent actual employment over proposed (FFW only) = 395%

An additional **616** beneficiaries were employed for cash or other pay benefits

- Percent actual employment over proposed (including other forms of pay) = 423%

Beneficiary Employment Summary

Activity	Actual # Beneficiary Workers Hired	Actual # Beneficiaries (Including Workers' Families)
Wells - FFW	62	372
Springs/Resv - FFW	4,741	28,446
Springs/Resv - CFW	353	2,118
Springs/Resv – other pay	45	270
Flood Control - FFW	4,095	24,570
Flood Control - CFW	218	1,308
TOTALS (ACTUAL)	9,514	57,084
Proposed	2,250	13,500
Percent Actual/Proposed	423%	423%

Wells Constructed

- Originally proposed target = 26 wells
- Actual total number provided = 25 wells
- Percent actual over originally proposed = 96%

Springs Rehabilitated

- Originally proposed target = 17 springs
- Actual total number rehabilitated = 17 springs
- Percent actual over originally proposed = 100%

Water System Piping Installed

- Originally proposed target = 24 kilometers
- Actual total number installed = 28 kilometers
- Percent actual over originally proposed = 116%

Reservoirs Constructed

- Originally proposed target = 37 reservoirs
- Actual total number constructed = 25 reservoirs
- Percent actual over originally proposed = 68%

Gabion Wall Construction (Flood Control)

- Originally proposed target = 1,050 meters
- Actual total number provided = 2,185 meters
- Percent actual over originally proposed = 208%

Impact Indicators

- Average liters/day **output of wells** constructed.

(Use to compare against program target output of at least **12,000 liters/day/well**.)

The wells were each capable of at least 20 liters/minute output, which based on a 10-hour operational day, provides at least **12,000** liters/day/well.

Significant Additional Impact:

In addition to providing emergency food distributions and food-for-work opportunities, SFL proposed to benefit at least **81,000** persons directly by the improvements carried out to water supply systems and by the flood control measures provided. Actual population directly impacted by these improvements was **89,839**, broken down as follows. These benefits will continue on for years to come.

Well Improvements – Impacted Population

District	Village	# of Families	Total Population
Dasht-i-Qala	Tajik Qeshlaq Center	80	576
	Tajik Qeshlaq (Arabha)	120	864
	Tajik Qeshlaq (Khal Boy)	45	324
	Arif Khan Mosque	60	432
	Taluqani Qeshlaq	43	310
	Abdul Qudous Mosque	65	468
	Juldash Big	83	598
	Saifullah (Mosque)	130	936
	Haji Abdul Rahman # 1	150	1,080
	Haji Abdul Rahman # 2	140	1,008
	Shah Wali Mosque	110	792

Yang-i-Qala	Old Town	260	1,872
	Aruq Qeshlaq	250	1,800
	Kaftar Ali	180	1,296
	Julgah Mula Big	200	1,440
	Julgah Jund Nafas Big	65	468
	Julgah Nafas Big	140	1,008
	Rahim Abad	300	2,160
	Zard Kamar Jami Mosque	220	1,584
Khawaja Bahawudin	Kh. Bahawudin Town	140	1,008
	Mughul Qeshlaq	110	792
	Mughul Qeshlaq (Dawlat)	150	1,080
	Lala Guzuar (Arbab Salim)	250	1,800
	Lala Guzuar Jami Mosque	210	1,512
	Amir Mali Mosque	60	432
	TOTAL	3,561	25,640

Spring/Reservoir Improvements – Impacted Population

Village	District	Population
Khaja Khair Ab	Rustaq	1,240
Ghanj	Rustaq	4,960
Eil Kashan	Rustaq	2,480
Dewary	Rustaq	2,480
Sar-i-Ghaar	Rustaq	6,200
Gorgan Village	Rustaq	1,860
Chabdara & Batash	Rustaq	5,580
Shoor Village	Cha-Ab	760
Gazan Village	Cha-Ab	2,360
Gardanac	Shar-i-Buzurg	1,395
Chakakha	Shar-i-Buzurg	1,042
Rubat-i-Gard	Shar-i-Buzurg	360
Mumyaluk	Shar-i-Buzurg	477
Koul Darah	Shar-i-Buzurg	415
Khamha	Shar-i-Buzurg	868
Khak Petaw	Shar-i-Buzurg	1,017
Sangikhowa	Shar-i-Buzurg	1,395
Total		34,889

Flood Control (Gabion Wall Construction) – Impacted Population

Gabion Walls	Village	District	Population
	Dasht-i-Qala	Dasht-i-Qala	12,400
	Gogari	Rustaq	2,340
	Khanaqa	Rustaq	6,200
	Khailon	Cha-Ab	5,270
	Julga	Yang-i-Qala	3,100
	Total		29,310

Summary of Impacted Population

Improvement Activity	Population Directly Benefiting from Improvement
Wells - FFW	25,640
Springs/Reservoirs	34,889
Flood Control	29,310
TOTALS (ACTUAL)	89,839
Proposed	81,000
Percent Actual/Proposed	111 %

IV. SHELTER ASSISTANCE IN THE NORTH (PROJECT C)

Beneficiary Description	IDPs recently returned to damaged or destroyed homes
Activity Location	Taloqan district and Amber Koh district in Takhar province; Archi and Bangi districts in Kunduz province
Proposed Benefit	2,700 emergency shelter repairs
Actual Benefit Provided	3,359 emergency shelter repairs
Proposed Total # of Beneficiaries	16,200 sheltered people (2,700 families)
Actual Total # of Beneficiaries	20,191 sheltered people (3,359 families)

Overview

In late November 2001, SFL's field staff made an assessment trip to under-served areas in the northern parts of Takhar and Kunduz provinces, and identified at least 10,852 recently returned IDP families who were in urgent need of shelter, as their homes had been significantly damaged or destroyed in their absence. SFL proposed to help approximately 25% of the total target population identified by our initial assessment. Since the majority of the homes were repairable, we proposed to distribute shelter material kits, which would enable them to repair a portion of their homes to live in until it could be completely rebuilt at a later time.

Summary of Assessment Findings

District	Taloqan	Bangi	Imam Sahib	Archi	Total	SFL Target
Shelter Needs	2,785	3,435	727	3,905	10,852	2,700

The **goal** of this activity was to create conditions which would enable IDPs who had returned home to former front line areas to live and survive in their homes during those early critical months after return. With this goal in mind, SFL proposed to distribute shelter materials to **2,700 families**. Beneficiary families would install the materials received from SFL in their existing damaged homes. Work would be monitored by SFL staff.

While the activity gave priority to and primarily targeted returned IDPs, it was acknowledged that a number of people in these areas had been severely affected by the recent prolonged drought, and that the project should not entirely exclude vulnerable needy residents found present in high IDP return areas. As it turned out, however, all materials were given out to returned IDP families.

Implementation

This project activity targeted those northern districts in Takhar and Kunduz provinces where SFL's initial assessments were made. Final selection of villages to work in was selected based on both inter-agency coordination activity and assessment criteria. We primarily ended up working in Taloqan, Archi and Bangi districts—all former front line areas with lots of damage.

Assistance was provided in as many villages as were safe to work in and which were not targeted for the same benefits by other NGOs. We used the following criteria for final selection of specific villages in which to provide assistance:

- Locations to which IDPs had returned.
- Locations cleared by de-mining organizations and otherwise considered safe to access.
- Locations where there was urgent need for shelter and employment assistance.
- Locations not targeted for this same assistance by other NGOs.

Beneficiary selection was made in conjunction with local community leaders.

In each village we worked, SFL obtained names of needy IDPs and vulnerable resident families from local authorities, and inspected each home to verify their need for shelter assistance. Once verification was completed, shelter kits were distributed to the selected beneficiary families.

The typical shelter kit provided by SFL was intentionally similar to those provided by other NGOs to help avoid conflicts. Typical shelter kit components were:

- 18 wooden beams
- 6 bamboo mats
- 4m x 5m plastic sheeting
- 1 door & 1 window
- 36 nails

Nearly **2,700** IDP families received these materials (61 did not need all components). Because the need was so great and we were able to do so with existing funds, additional kits which had most but not all these materials were given out to another **659** IDP families.

Performance

Number of Families Receiving Shelter Kits

- Originally proposed target = **2,700** families
- Actual total number = **3,359** families
- Percent actual over proposed = **124%**

Following is a breakdown of distribution by location:

BREAKDOWN OF BENEFICIARY IDP FAMILIES BY LOCATION									
District	Target Families	Actual Beneficiary Families	Statistics on Actual Families						Average Family Size
			Male	Female	Age 0-5	Age 6-15	Age 16+	Total	
Archi	1,900	1,760	5,497	5,330	2,821	3,607	4,399	10,827	6.15
Bangi	400	473	1,435	1,432	753	944	1,170	2,867	6.06
Taloqan	400	467	1,529	1,355	652	1,068	1,164	2,884	6.10
Amber Koh		380	940	999	512	654	773	1,939	5.10
Lata Band*		279	-	-	-	-	-	1,674*	6*
Total to Date	2,700	3,359	9,401	9,116	4,733	6,263	7,506	20,191	6.01

* Late distribution made at end of project—family statistics not tabulated—average of 6/family used.

Effectiveness

SFL did a monitoring survey of the original **2,700** shelters to verify usage, with the following results:

District	Total # of Beneficiary Families monitored	# of Houses Repaired/ Occupied	% of Houses Repaired/ Occupied
Archi	1760	1531	87%
Bangi	473	311	66%
Taloqan	467	419	90%
TOTAL	2700	2261	84%

While significant, this is a much lower completion/occupancy rate than was anticipated. From following up on this matter, we learned that **91** families needed access to water in order to make mud needed to accomplish an effective house repair. Presumably these families will use the materials as they are able to get water. Another **96** had apparently sold the kits, feeling they had other more urgent needs than shelter at this time. Another **249** were apparently not in a hurry to use their materials to provide basic shelter, and may not have had as urgent a need for the materials as they had indicated. This is unfortunate, as there were many other families needing help. Future shelter projects will take this lesson into consideration and call for more careful screening of applicants.

V. CASH-FOR-WORK CRITICAL ROAD REHABILITATION IN THE NORTH (PROJECT D)

Beneficiary Description	IDPs recently returned and with little or no means to survive
Activity Location	Khowaja Ghaar district in Takhar province; Hazarat Imam district in Kunduz province
Proposed Benefit	CFW for 4,350 persons, 50 km of road rehabilitation
Actual Benefit Provided	CFW for 22,201 persons, 67 km of road rehabilitation
Proposed Total # of Beneficiaries	26,100 people (entire families of 4,350 employed workers)
Actual Total # of Beneficiaries	133,206 people (entire families of 22,201 employed workers)
Additional Impact	An overall population of 595,569 benefited from road improvements

Overview

In late November 2001, SFL's field staff made an assessment trip to under-served areas in the northern parts of Takhar and Kunduz provinces, and identified at least 17,345 recently returned IDP families who were in urgent need of basic items such as food, shelter and medicine. In response to this situation, SFL proposed to help approximately 25% of the total target population identified by our initial assessment through the implementation of a cash-for-work project rehabilitating critical public roads.

Summary of Assessment findings

District	Taloqan	Bangi	Imam Sahib	Archi	Total	SFL Target
Returned IDPs	6,150	4,590	1,170	5,435	17,345	4,350

The **goal** of this activity was to create conditions which would enable IDPs who had returned home to former front line areas to live and survive in their homes during those early critical months after return. With this goal in mind, SFL proposed to hire **4,350 people** and conduct **cash-for-work road rehabilitation activities** on at least **50 kilometers** of road. This work would also indirectly benefit the overall population of the area on a long-term basis, by stimulating increased economic trade throughout the region.

For the work activity, we proposed to rehabilitate some of the worst portions of the road linking Imam Sahib City (also called Hazarat Imam) and Taloqan, as it passes through Dasht-I-Archi, Khowaja Ghaar, Hazar Bagh and Buharock. While this is the main "road" connecting these cities, much of it was nothing more than a dirt path weaving through rural farmland. The road was typically not elevated for drainage, and had no roadbase or surfacing. It was badly rutted and filled with water when it rained. In fact, in wet weather, it could take as long as two days to travel 50 km along this road. Improving this road would facilitate not only the delivery of emergency relief supplies in Kunduz and Takhar in the short term, but would facilitate the transport of trade goods to the region for years to come, thus contributing to the rebuilding of the economy in this impoverished part of Afghanistan.

While the activity gave priority to and primarily targeted returned IDPs, it was acknowledged that a number of people in these areas had been severely affected by the recent prolonged drought, and that the project should not entirely exclude vulnerable needy residents found present in high IDP return areas.

Implementation

While the entire targeted road was in terrible shape, we originally proposed and planned to do only the most critical and badly damaged segments, due to funding constraints. As it turned out, however, ACTED got some funding to do the segment from Khowja Ghar city to Taloqan, and we were able to do the portion of the road between Imam Sahib city and Khowja Ghar city, picking up Bahgi district along the way. Thus nearly the entire stretch of originally targeted road (see below where even the last segments of this entire road actually were completed under a later grant modification) was completed rather than just the very worst segments.

Beneficiary workers in the final target geographical areas were selected from those able to work and who were in greatest need, as identified by local village leaders and verified by SFL staff. Only one unskilled worker per family was allowed to work on the project, working a 12-day shift every two weeks.

Initially, each worker was allowed to work for a maximum of two months (total of four shifts). As the project got underway, it became apparent that there were significantly more needy returned IDPs in the areas we were working in than had previously been identified--and more continued to arrive. For example, several months into the project, IOM reported that another 1,200 families had recently resettled in Archi district from IDP camps in Kunduz. OFDA field representatives urged us to do what we could to benefit as many needy people among the target population as possible, even to the point of paying to hire donkeys to haul gravel rather than just local truckers. Accordingly, we began limiting each beneficiary worker to one two-week work period, and began to arrange for as much gravel as possible to be hauled by donkey, so as to broaden the impact of the program to help with the increasingly apparent need. As a result, we were able to add the 1,200 recently resettled families in Archi to the program, as well as many others.

The project generated a lot of excitement in Archi and Imam Sahib Districts, and everyone was eager to work and have a chance to find some income. Food security was extremely low for these returned IDP families, to the point where WFP did a free distribution of wheat to 60% of the population of Archi District during the implementation of this activity, and still there was significant demand for cash-for-work opportunities.

Workers were paid cash in local currency, initially at a daily wage rate approximately equal to the price of 8 kg of wheat, which was about \$1.50 per day. This was consistent with the wages paid by various WFP food-for-work programs being implemented by NGOs in other parts of northeast Afghanistan, until such time as the price of wheat dropped dramatically in Afghanistan, after which we were caught in the position of paying almost twice as the food-for-work projects. Throughout the project, maintaining an appropriate beneficial and non-disruptive wage rate proved to be a challenging task. However, we did our best to be accommodating and coordinated with others as much as possible on a continual basis.

UNJLC provided NGOs a copy of a manual developed in 1993 by the United Nations Development Program (UNDP) Office for Project Services, Afghanistan Project Office entitled *Rehabilitation of Feeder Roads Using Labour-Based Methods: Technical Manual*. This book was used as a guiding document for implementing the road rehabilitation activities in the north.

Under the careful supervision and direction of SFL technical staff, the beneficiary workers conducted their work. The new road surface had to be elevated and crowned as required for drainage, and then have drainage ditches constructed along both sides. Concrete drainage culverts were constructed as required along the way, and the entire road was then gravel-surfaced.

The road construction process included the following:

Excavation and Grading
<ul style="list-style-type: none"> • Sub-surface preparation – minimum fill depth 40 cm; minimum width 6 meters • Trenching Drainage Ditches – to improve drainage, ditches are installed on one or both sides of the road. Sloped and shaped; with minimum depth 30 cm, width 45 cm • Shaping road crown – minimum crown height of 10 cm • Compaction of the road subsurface – tamping method or rollers
Surfacing and Graveling
<ul style="list-style-type: none"> • 15 cm of sand and gravel material on surface, minimum road width of 5 meters
Culverts and Drainage Aprons
<ul style="list-style-type: none"> • Class I or Class II culverts (stone, cement, rebar) • Where budget constraints prevented construction of bridges or culverts, drainage aprons were constructed on concrete/oversized rock to prevent road from being washed out

Concerning hauling of gravel by donkey, a man and his donkey were considered two laborers, and each got paid \$1.50 for a day's work. Each man/donkey team was given 6 meters of road to gravel. They had to bring gravel from gravel sites located within 2.5 kilometers of the road and deposit it on the road. This activity was considered to be 12 man-days of work – 6 days for bringing gravel (by donkey) and 6 days for laying the gravel (by man). They were paid the full amount when they completed their 6 meters, whether it took them 3 days or 12 days. In order to gravel 1 kilometer of road by donkey, it takes approximately 2,000 man-days (including donkey-days). Only one hired donkey per laborer was allowed, so as many different families as possible could benefit.

The improvement to the road was very dramatic, especially in Imam Sahib District, where some sections of the road had become totally impassable in bad weather. Average travel speeds increased from 15 km/hour to 35 km/hour. It is already clear that this project has contributed to an increase of traffic and the ability of people to travel, and it will help increase the flow of trade and commerce in the future.

Coordination

SFL worked closely with other NGOs as well as the United Nations Joint Logistics Committee (UNJLC). During the implementation of this project, UNJLC began to put together a database of all working roads in Afghanistan. In addition, the Afghanistan Information Management Services (AIMS) began working to map all roads in the region. SFL provided information and support to these endeavors.

In August, SFL received a request from ACTED to temporarily halt our work as we both approached the Khowja Ghar areas and began to draw from the same pool of beneficiaries. SFL graciously accommodated their request and resumed work afterwards. Since we were now hiring for a maximum two-week work period (as opposed to two months at project initiation), any minor overlap in beneficiaries did not result in excessive benefits to the target population.

Performance Measurements

Number of Persons Employed (Cash-for-Work)

- Originally proposed target = **4,350** persons
- Actual total number employed = **22,201** persons
- Percent actual over proposed = **510%**

Assuming the entire family can be considered to have directly benefited from the employment of each worker, a total of approximately **133,206 persons** directly benefited from this project activity.

Kilometers of Road Rehabilitated

- Originally proposed target = **50** km
- Actual total number completed = **67** km
- Percent actual over proposed = **134%**

Under this project:

More than 84,000 cubic meters of fill material were placed and compacted.

More than 130 meters of ditches were dug.

More than 28,000 cubic meters of soil were cut.

More than 70,000 square meters of surface were compacted and shaped.

67 meters of road were gravel-surfaced.

Significant Additional Impact

The entire road from Imam Sahib to Taloqan benefits the overall population of four districts. Based on UNWFP population estimates, there are an estimated **595,569** indirect beneficiaries under this activity as follows:

District Population Totals	
Imam Sahib, Kunduz	214,236
Archi, Kunduz	99,333
Taloqan, Takhar	234,000
Bangi, Kunduz	48,000
Total	595,569

VI. CASH-FOR-WORK CRITICAL ROAD REHABILITATION IN THE WEST (PROJECT E)

Beneficiary Description	Recently returned IDPs, with high food-insecurity and little or no means to survive
Activity Location	Sharak, Tulak, Chagcharan, Saghar districts of Ghor province; Jawand district of Badghis province
Proposed Benefit	CFW for 4,500 persons
Actual Benefit Provided	CFW for 7,950 persons
Proposed Total # of Beneficiaries	27,000 people (entire families of 4,500 employed workers)
Actual Total # of Beneficiaries	47,700 people (entire families of 7,950 employed workers)
Additional Impact	An overall population of 377,861 benefited from road improvements

Overview

Ghor and Badghis are rural provinces, with economies almost completely dependent upon agriculture. In addition, many parts of the provinces are mountainous areas or else isolated by mountains. Main access roads through these areas are typically unpaved, and are frequently blocked or closed during winter months and continue to be hazardous during the snow melt which follows winter. The provinces had previously been devastated by the prolonged drought (little or no crop production for several years and a 90% decline in livestock). Just as the drought itself was beginning to subside, large numbers of IDPs and refugees were brought home to the area—often with no reintegration assistance at all. Many arrived too late in the year to get wheat planted. Now they were about to face winter with little or no means for survival.

The United Nations Joint Logistics Centre (UNJLC) had identified two routes, one in Ghor and one in Badghis, as **Priority 1** necessary access corridors for the transport of emergency aid to the region should it become necessary. One route was between Shindand and Sharak via Tulak in Ghor, and the other between Qadis and Char Taq in Badghis. These roads would provide access to all of Ghor, as well as to the populations of Jawand District in Badghis—all identified as potential high risk (for need of aid) population centers. The roads were mostly in mountainous areas, where the winter snowfall often blocked sections of road, caused rock falls which created traffic bottlenecks, and would typically close an access route altogether during winter some months. They had not been maintained for years because of the fighting and suffering economy. UNJLC asked SFL to launch a program to maintain and repair these roads,

so as to keep them accessible during winter and spring months. OFDA graciously agreed to fund the activity under this grant.

The **goal** of this project activity was to enable access to vulnerable districts during winter months for the purpose of providing winter aid. With this goal in mind, SFL proposed to hire **4,500 persons** to do road maintenance and repair on a **cash-for-work** basis, so that they would be able to provide for their families during these critical months.

Implementation

This project was carried out under extremely difficult and challenging circumstances. Nonetheless, many people received critically needed income, and key segments of these critical emergency access routes were repaired, improved and maintained.

The project was funded in the late fall. In order to get as much work done as possible before winter weather would slow down and hinder activities, SFL not only managed some of the work directly, but also contracted with local Afghan companies to run additional work crews. SFL monitored and inspected the work and activities of these local contractors in addition to managing our own crews. One contractor apparently did not have sufficient internal capacity and quickly defaulted, therefore resulting in a contract cancellation. A replacement contract was then negotiated. Once the project was well underway and all subcontract work assignments were finalized, the breakdown of the work was as follows:

Ghor Province work breakdown:

- **Jami Construction Company (JCC)**, road section from Nayak to Teek, and Shishyar, 6 kilometers.
- **Froogh Construction Company (FCC)**, road section from Qalah to Dehab, schools and shops and Nakhoti Pass, 6 kilometers (contracted to 9km, instead SFL implemented 3km)
- **SFL Direct**, remaining critical sections of route from Shindand to Shahrak.

Badghis Province work breakdown:

- **Kalyon Construction Company (KCU)**, road section from base of Darzak Pass to Dahne Kocha, 10.4 kilometers.
- **Shabta Construction Company (SCC)**, Qazim and Childokhtar Passes and from Dahne Kocha to Jawand city, 21.1 kilometers.
- **Mumtaz Construction Company (MCC)**, from Dolaina to the top of Darzak Pass, 15.8 kilometers.
- **Mumtaz Construction Company (MCC)**, reprofiling of Darzak Pass, including blasting of rock, building of retaining walls, removing of surface soil and construction of drainage canals. Pass length: 800 meters.

- **SFL Direct**, remaining critical sections of route from Gulchin to Char Taq.

As it turned out, about the time SFL was funded, DACAAR received separate funding to provide repair and maintenance of the road between Qadis and Gulchin (which is a portion of the road between Qadis and Char Taq). This enabled SFL to focus more resources and attention on the Darzaq Pass (near the other end of the road between Qadis and Char Taq), where two switchbacks had collapsed and blocked the road as it entered the Jawand Valley (and thus cutting off access to Jawand district villages). Even though it was the main access road to the Jawand Valley area, the Darzaq Pass was only negotiable by light vehicles before the collapse, because of the grades of as much as 38%, and switchbacks of as much as 170 degrees. Heavy trucks such as would typically be used to transport relief aid had to divert to the riverbed route through Regi Village to the south. The river bed runs through a narrow canyon so that there is no place to construct a road alongside the river. This route is always treacherous, but in springtime, it is not passable at all due to high river levels (2 meters or more). Therefore, as a part of the repair and in order to make the Darzaq Pass negotiable by heavy trucks, SFL contracted with an Afghan company to reprofile 800 meters of the pass. This required explosive rock blasting which would reduce grades and angles of switchback. This activity posed many challenges.

The Mumtaz Construction Company (MCC), a local Afghan company with experience in rock blasting, was hired to procure the explosives and conduct all blasting. MCC was also responsible to the Afghan government authorities for safe keeping and storage of the explosive materials, and to maintain documentation of all materials purchased and stored, for security purposes. This portion of the work took longer to complete than anything else on the project, and MCC did not perform nearly as well as had been expected. However, the pass was repaired and opened once again, with slightly decreased slopes and switchback angles.

MCC initially purchased explosives from Daudsons Armory in Pakistan and transported them into Afghanistan legally. However, they were not permitted past check points in Kandahar Province, and apparently were never able to reach Herat. SFL later learned that MCC subsequently purchased replacement explosives from Iran and used them to conduct the work on the project, even though SFL's contract with MCC specifically stated that they were required to abide by U.S. government regulations in the implementation of the project. Upon learning about this development, SFL therefore refused payment to MCC for the cost of the explosives due to their source, which MCC accepted as penalty in writing.

Work continued into spring, when rain and snow melt replaced ice and snow as a weather challenge. One heavy spring rainstorm reportedly dropped 75mm of rain in 35 minutes. This caused a work stoppage of 5 days.

Performance

Number of Persons Employed (Cash-for-Work)

- Originally proposed target = **4,500** persons
- Actual total number employed = **7,950** persons
- Percent actual over originally proposed = 177%

Province	# of Workers	% of Total
Ghor	3,284	41
Badghis	4,666	59
TOTAL	7,950	100

Assuming the entire family can be considered to have directly benefited from the employment of each worker and an average family size of six persons, approximately **47,700 persons** directly benefited from this project activity.

Under this project:

More than 19,250 cubic meters of fill material were placed and compacted.

More than 25,700 cubic meters of ditching were dug.

More than 71,500 cubic meters of soil were cut.

More than 33,250 cubic meters of gravel were placed.

More than 340 cubic meters of concrete were poured (culverts, etc.).

More than 2,000 cubic meters of stone work were done.

47 culverts and 13 washes were constructed.

Breakdown by location and contractor is as follows:

Ghor Province					
As of: 26 May 03	Units	SFL Direct	FCC	JCC	Total
Beneficiaries		2207	644	433	3284
Cutting	m³	13051	1282.12	720	15053.12
Filling	m³	17498	1354.28	0	18852.28
Leveling	m²	226570	36000	42075	304645
Graveling	m³	16466	2957.8	2495	21918.8
Ditching	m³	10826	2922.5	3500	17248.5
PCC	m³	26.22	19.3	22.24	67.76
RCC	m³	50.1	35.45	22.44	107.99
Stone Work	m³	301	213.6	124.6	639.2
Culverts Completed	No.	18	8	5	31

Badghis Province					
As of: 26 May 03	Units	SFL Direct	KCU	SCC	Total
Beneficiaries		1713	510	1650	4666
Cutting	m³	33600	6671.7	9006	56528.7
Filling	m³	410	0	0	410
Leveling	m²	145000	31000	78000	344000
Graveling	m³	10497	60	272	11334
Ditching	m³	7000	0	64	8464
PCC	m³	9.96	3.52	38.43	51.91

RCC	m³	32.57	14.45	58.11	116.13
Stone Work	m³	692.12	330.3	221.39	1423.81
Culverts Completed	No.	6	5	3	16
Washes Completed	No.	8	1	4	13

Significant Additional Impact

In addition to the significant number of direct beneficiaries, this activity had a broad indirect impact. The work performed in **Badghis** province benefited the overall population of **Jawand district**, who relies on this route for food access as well as normal travel and transport of goods. Jawand district has an estimated population of **60,234** people. The work performed in Ghor province benefited the combined population of **Shahrak, Tulak, Farsi, Chagcharan and Saghar districts**, which is an estimated **317,627** people. Therefore, the total number of people indirectly benefiting from this project is approximately **377,861**.

VII. CONTINUATION OF CASH-FOR-WORK CRITICAL ROAD REHABILITATION IN THE NORTH (PROJECT F)

Beneficiary Description	IDPs recently returned and with little or no means to survive
Activity Location	Taloqan district in Takhar province; Imam Sahib district in Kunduz province
Proposed Benefit	CFW for 3,785 persons; 27 km of road rehabilitation
Proposed Benefit after Grant Mod	CFW for 5,285 persons; 47 km of road rehabilitation
Actual Benefit Provided	CFW for 11,256 persons; 49 km of road rehabilitation
Proposed Total # of Beneficiaries	22,710 people (assumed entire families of 3,785 employed workers)
Proposed Total # of Beneficiaries after Grant Mod	31,710 people (assumed entire families of 5,285 employed workers)
Actual Total # of Beneficiaries	78,539 people (actual entire families of 11,256 employed workers)
Additional Impact	An overall population of 300,000 benefited from road improvements

Overview

The **goal** of this activity was to enable local vulnerable populations to support themselves through the winter, as well as to complete the rehabilitation of critical pipelines designated for emergency food relief interventions. The critical road rehabilitation work would cover **27 km**, and would provide direct **cash-for-work opportunities to 3,785 workers**. It would also indirectly benefit the overall population of Imam Sahib district on a long-term basis, by stimulating increased economic trade throughout the region.

The critical road work was needed; but perhaps even greater was the critical need for short term employment. The figures below provided by UNHCR in October of 2002 showed the large numbers of families who had returned recently to the area. IDP figures represent families returning home from Kunduz IDP camps and are only a fraction of total returning IDPs since many families did not go to camps but went to other regions of the country.

Refugee Data (UNHCR, 10/02)

Province	District	# of Families
Kunduz	Imam Sahib	2,265
Takhar	Taloqan	1,663
Total Returning Families		3,928

IDP Kunduz Camps Data – (IOM, 8/02)

Province	District	# of Families
Kunduz	Imam Sahib	2,166
Takhar		??
Total Returning IDP Families		2,166

Most of these people came home with little or no resources with which to survive, and found themselves in areas decimated by the recent prolonged drought. The proposed road rehab activity was intended to provide strategic survival assistance in more ways than one. Under Project “D” above, SFL had rehabilitated 67 kilometers of road from Khowja Ghar City in Takhar province to Imam Sahib City in Kunduz province. The NGO, ACTED, had separately rehabilitated the road between Khowja Ghar city and Taloqan. Only seven kilometers of work were needed to link up SFL’s and ACTED’s road in Khowja Ghar. And only another 20 kilometers of road work was needed to link Imam Sahib city and the Sher Khan border with good roads. Together, these 27 kilometers would complete the entire route from the Sher Khan border to Taloqan city. SFL was approached by UNJLC and requested to complete these last 27 kilometers, so as to make possible the quick emergency flow and distribution of relief by UNWFP and others into northern Kunduz and Takhar provinces. Accordingly, that is what we proposed to OFDA to do.

The roads to be rehabilitated were dirt roads that have not been properly maintained for many years and were in extremely poor condition. In some cases, portions of the road were completely impassable, and drivers had been routinely detouring onto shoulders or adjacent fields.

Grant Modifications

By re-allocating some funds from other grant activities to this one, SFL later proposed to hire (and thus benefit) an additional **1,500** cash-for-work workers under this activity, and at the same time, to rehabilitate an additional **20** kilometers of road in the north. OFDA approved this modification request and the new proposed benefits became:

- Cash-for-work for **5,285** people.
- Rehabilitation of **47** kilometers of road.

Implementation

Under this project, the roads worked on were re-shaped and gravel-surfaced. Drainage ditches were cut into both sides of the road, and reinforced concrete culverts were constructed along the way as needed for proper overland storm drainage.

To maximize the number of beneficiaries impacted, SFL generally hired each worker for only one two-week period of time. In addition to the manual labor involved in the roadwork, this project required a lot of gravel to be hauled in for the road surfacing. SFL hauled some of the gravel ourselves, but we also contracted with local truckers to haul some of the gravel. And as much as possible, we also contracted for gravel to be hauled by donkey. In this way, many donkey owners also benefited from the project and not just a few truck owners. Nevertheless, a few months into the project, it began to become clear that the work was getting done so efficiently that we would need to do more than the originally proposed 27 kilometers of road in order to employ the target number of beneficiaries. We, therefore, submitted a grant modification request to shift some funds within the existing overall grant, and to increase the target length of road and number of beneficiaries. Upon approval, we began to identify other worthwhile segments of the road that could be worked on.

The first addition selected was a 12 km segment of road between Khowja Ghar and Dasht-i-Qala. This would extend the reach of the critical pipeline network for the north. The second addition was the road from Taloqan to Ayd Bacha. This road improved access to the salt, gypsum and coal mines of the Namak Ab valley, which have the potential to bring much needed long-term employment opportunities to the area. The local leaders in Taloqan have been asking SFL's help with improving this road for over a year. While additional road work is needed in order to fully reach the salt mines, this project has already helped make that goal more attainable.

Effect of Grant Modification

The work on the road from Taloqan to Ayd Bacha (Namak Ab road) presented many challenges. The road was in need of significant fill material to elevate and shape it for drainage. However, it was flanked on both sides with farm fields, so fill material was not readily available. We had to negotiate with local farmers to buy fill material from them, making fill more expensive than usual. We also had to haul gravel for a long distance to the road, which was also more expensive. However, all of these costs did indeed provide a much needed economic boost to the target geographical area.

Timing of the project also presented some challenges. The wheat harvest coincided with the last month of the project. While the intent of a cash-for-work project is to get needed cash into people's hands, during the wheat harvest work is plentiful and recruiting labor is a competitive activity. In the last 30 days of the project, we constantly struggled to find enough laborers to complete the project. This is good news if your only concern is helping the poor, but bad news if you have to meet a construction deadline. We eventually had to raise the daily wage just enough to get the minimum number of workers we needed to complete the project. (We didn't want to unnecessarily compete with the wages being paid to harvest workers and thus negatively impact others.)

In addition, part of the road work seemed to be threatened by a rising river level. Accordingly, we had to add some gabion retaining wall to the scope of the project, so as to reduce the likelihood that our meaningful road work might be washed away. However, as will be seen below, even this challenge turned out to help us as we tried to find ways to hire women for the project.

Employment of Women

It is extremely difficult if not impossible for women, especially widows, to earn enough to support their families. We, therefore, worked with the Taloqan Women's Organization and the Taloqan Mayor's office in order to see that widows were given an opportunity to be involved in the cash-for-work activities. However, because cultural factors in rural areas of the country make it impossible to have women work alongside men, it was extremely challenging to find culturally acceptable ways to employ or otherwise benefit female-headed households (FHHs) and widows. Solutions utilized included hiring teenage sons of widows (16 or older, which is considered working age in Afghanistan), hiring donkeys belonging to widows for the carrying of gravel to road sites, and hiring women to do tasks that could be managed separately from male workers. One such task was the weaving of gabions for use in constructing flood control walls associated with the roads. We hired a total of 100 women to weave gabion nets for the project.

There is also the problem of supervision of women, as it is not considered appropriate for even international male workers to work closely with them. The Taloqan Women's Organization helped provide appropriate direct supervision of the women.

A total of **146** widows/FHHs directly benefited from this project activity. The response from the local women participants was very enthusiastic and encouraging, and we could see the need and desire for more such programs in the future.

Coordination with others

SFL worked closely with the local Ministry for Rural Rehabilitation and Development office. They were active in visiting the worksite and providing feedback to our office, and helped us to locate and borrow a bulldozer to assist in the construction effort during a critical part of the project.

We were also able to establish a relationship during this project with the women's center in Taloqan. The Taloqan Women's Organization was instrumental in helping us involve women in the project activities. We coordinated with other NGOs doing road rehabilitation in the region and the UNJLC to map out existing and planned roads as well as district priorities.

Performance

Number of Persons Employed (Cash-for-Work)

- Originally proposed target = 3,785 persons
- Target addition by grant modification = 1,500 persons
- Total revised proposed target = 5,285 persons
- Actual total number employed = 11,256 persons
- Percent actual over originally proposed = 297%
- Percent actual over revised proposed = 213%

There were actually a total of 11,775 workers registered for employment on the project. These were, of course, hired gradually over the length of the project. Our intent was to avoid repeat workers (those working more than one pay period) and thus reach as many different families as

possible with assistance because of the magnitude of need. We did have some difficulty monitoring this, as there are a limited number of names in use in rural Afghanistan, nearly all coming from the Quran. It is possible for two different men to have the same name, have fathers with the same name, come from the same village and attend the same mosque. In these rare instances, we looked at family make up to settle the issue. There are also many different acceptable spellings for the same name, stemming from the lack of a common alphabet. We carefully scrutinized all entries, based on the beneficiary's name, father's name, etc., and made the final determination based on family size and demographics. While not perfect, we believe the resulting figures below are reasonably accurate. As can be seen, the majority were IDPs.

Category of Workers	# of Workers	% of Total
IDPs	7,074	63
Returned Refugees	255	2
Other Vulnerables	3,927	35
TOTAL	11,256	100

Assuming the entire family can be considered to have directly benefited from the employment of each worker, a total of **78,539 persons** directly benefited from this project activity.

Kilometers of Road Rehabilitated

- Originally proposed target = 27 km
- Target addition by grant modification = 20 km
- Total revised proposed target = 47 km
- Actual total number completed = 49 km
- Percent actual over originally proposed = 180%
- Percent actual over revised proposed = 104%

Following is a breakdown of rehabilitated road by location. In addition, a total of **56** culverts and **612** meters of stone gabion retaining wall were constructed.

Breakdown of Kilometers

From	To	Total Kilometers
Sher Khan Border	Imam Sahib	20
Khowja Ghar	KokCha River Bridge	7
KokCha River Bridge	Dasht-i-Qala	12
Taloqan Bridge	Ayd Bacha	10
Total Kilometers		49

Significant Additional Impact

In addition to the significant number of direct beneficiaries, the road improvements also benefited a larger population of over **300,000** by stimulating increased economic trade throughout the region, and improving access to the salt, gypsum and coal mines of the Namak Ab valley (increased employment and economic development opportunities).